



**SPORT POLICY RECOMMENDATIONS  
FOR THE GOVERNMENT OF MANITOBA**

**As Presented to the Minister Responsible for Sport**

**by the**

**Sport Policy Advisory Committee**

**January 1990**

January 23, 1990

The Honourable Jim Ernst  
Minister Responsible for Sport  
Room 358  
Legislative Building  
Winnipeg, Manitoba  
R3C 0V8

Dear Minister:

On behalf of the Sport Policy Advisory Committee, we are pleased to present you with a Sport Policy for the Government of Manitoba. This paper represents the Committee's recommendations as to the most appropriate policy to be undertaken by the Government with respect to sport in Manitoba.

Individually and collectively, we would like to thank you for the opportunity to serve on this Committee. We believe our recommendations have important implications for sport in Manitoba. This process has highlighted the fact that Manitoba has a unique opportunity to take a leadership role in sport development in Canada. We believe it is critical that the interest generated in the community by this project be maintained by a clear commitment from the Government to adopt this policy.

Specifically, we recommend that the Provincial Government undertake to:

- Adopt the Role & Policy statements;
- Communicate this Sport Policy to the sport community and the public;
- Review current and potential programs/strategies to determine their relevance, cost and effectiveness in achieving the Policy;
- Provide adequate human, financial and technical resources to implement the appropriate programs/strategies; and
- Carefully monitor and evaluate the program outcomes and results.

Thanks to your initiative in appointing this Committee, sport in Manitoba is poised for an exciting new era. We look forward to discussing our recommendations with you.

Yours very sincerely,

Don MacKenzie  
Chairman  
Sport Policy Advisory Committee

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## **PROVINCIAL GOVERNMENT SPORT POLICY**

### **A. Province of Manitoba Role Statement**

**THE PROVINCE OF MANITOBA CONSIDERS IT A PRIORITY TO DEVELOP A SPORT ENVIRONMENT THAT PROMOTES AND ENCOURAGES PARTICIPATION AND ACHIEVEMENT IN SPORT. THIS WILL PROVIDE MANITOBANS WITH SIGNIFICANT PERSONAL, SOCIAL, HEALTH, ECONOMIC AND CULTURAL BENEFITS.**

**THE GOVERNMENT OF MANITOBA BELIEVES IN THE IMPORTANCE OF THESE BENEFITS TO MANITOBA SOCIETY, AS WELL AS IN THE INTRINSIC VALUE OF SPORT AS A HUMAN ACTIVITY WHICH INSPIRES THE PURSUIT OF EXCELLENCE AND THE JOY OF EFFORT.**

In fulfilling this role, the Government of Manitoba will strive to demonstrate the following beliefs:

Accessibility - All Manitobans have the opportunity to participate in sport activities at reasonable costs for facilities and coaching.

Athletes and Coaches - Athletes and coaches must continue to be recognized as the cornerstone of sport.

Continuum of Sport - All individuals have the opportunity to participate at the skill level of their ability or choice. An integrated sport delivery system should encourage and facilitate movement between various levels.

Equity - Sport is for all Manitobans regardless of age, sex, creed, ability, socio-economic background or location.

Facilities - Participants should have suitable and adequate sport facilities.

Fair Play - All participants have the obligation to participate in a manner which upholds the highest ethics of fair play and which respects the rights and well-being of other participants.

Health and Safety - Sport programs and facilities should preserve the physical and emotional health and safety of participants.

Leadership - Development of professional and volunteer leaders within the sport system is integral to continued effectiveness of the sport system.

Officials and Sport Medicine Practitioners - Proper officiating and medical support is integral to the effective delivery of sport.

Self Development - The opportunity to develop one's potential and preserve one's overall well-being should be available to all participants.

Volunteerism - Volunteers and volunteerism are the foundation of the sport system. Professional administration of sport should be focused on increasing the effectiveness of volunteers.

## **B. Key Policy Statements**

The key policies flowing from the Provincial Government Role Statement address:

1. The Focus on Athletes, Coaches and Officials;
2. The Delivery of Sport in Manitoba;
3. Recreation and Sport;
4. Sport Recognition and Support;
5. Accountability;
6. Education and Sport;
7. Sport Facilities;
8. The Promotion of the Value of Sport;
9. Fair Play and
10. Professional and Volunteer Sport Administration.

This document, a Sport Policy for the Government of Manitoba, focuses on describing how the Government can improve the sport environment in Manitoba. The Policy does not attempt to be an exhaustive discussion of all issues facing sport in Manitoba, but addresses only those issues which will be most critical, over the next decade, in providing the finest possible environment for Sport.

## **1. The Focus on Athletes, Coaches and Officials**

### **Policy Statement:**

**In order to more effectively promote and develop sport in Manitoba, the Government will pursue, on an on-going basis, a better understanding of the needs, and requirements for development, of athletes, coaches and officials.**

Athletes, coaches and officials are the cornerstones of sport in Manitoba. Our current understanding of their needs and requirements is limited. The sport community must more clearly understand the needs and development of athletes and the role of coaches and officials in order to produce more and better athletes.

### **Recommended Objectives:**

- 1.1 To develop a clear understanding of athlete development and the role of coaches and officials in order to ensure that appropriate proportions of sport funds are used for athletes, coaches and officials throughout the continuum of sport.
- 1.2 To facilitate the development of a clear statement of "Athletic Goals" and "Coaching Goals" in Manitoba to define the desired level and scope of achievement by Manitoba athletes and coaches.
- 1.3 To ensure there is no duplication of services and support to athletes, coaches and officials.
- 1.4 To develop in athletes, coaches and officials, beliefs and characteristics which reflect the intrinsic value of sport as human activity which inspires the pursuit of excellence and the joy of effort.

## **2. The Delivery of Sport in Manitoba**

### **Policy Statement:**

**The Government of Manitoba will ensure that the delivery of Sport is cohesive and consistent with an overall plan for Sport, to enable all members of the Sport Delivery System to have a clear understanding of the roles within the system.**

Currently a number of organizational issues inhibit the most effective delivery of sport within Manitoba. These include:

- unclear roles and responsibilities of the various partners in sport;
- lack of cohesion between the goals, objectives and programs of the various sport partners;
- lack of communication between members of the sport community;
- lack of understanding by members of the sport community, particularly with respect to the role of education and recreation in the sport system;
- lack of an overall plan for the development of sport within Manitoba and
- lack of clear responsibility for the delivery of sport within Winnipeg.

### **Recommended Objectives:**

- 2.1 To alleviate the uncertainty and perceived duplication surrounding the roles and responsibilities between the Manitoba Sports Federation and the Sport Directorate.
- 2.2 To clarify the name and role of the Sport Directorate as the key administrative body for sport for the Government of Manitoba.
- 2.3 To support Regional Sport Associations in ensuring that they facilitate the delivery of sport in Manitoba.
- 2.4 To support Sport Governing Bodies in ensuring the development and delivery of sport in Manitoba.

**Note: See Appendices C, E, F & H**

- 2.5 To ensure that an integrated and co-ordinated plan for sport exists. The responsibility for planning would remain with the partners, but the Government of Manitoba would co-ordinate their integration into an overall plan.
- 2.6 To ensure that each of the Sport Partners is implementing an effective program of self-evaluation.
- 2.7 To communicate to the Sport Community the roles and responsibilities of each of the Sport Partners.
- 2.8 To ensure that Games continue to be an integral component of the delivery system.
- 2.9 To ensure that resources are available to encourage the development of new initiatives within sport.
- 2.10 To encourage the Partners (City of Winnipeg, Provincial Sport Governing Bodies, the General Council of Community Centres, and schools) to establish a clear responsibility for the delivery of sport within the City of Winnipeg.
- 2.11 To establish a Sport Advisory Committee (SAC), to provide the Minister Responsible for Sport with ongoing representation from the sport community on issues of importance to sport. The mandate for this Committee would be to advise the Minister on an ongoing basis of the issues, trends, and challenges facing sport in Manitoba. (See Appendix F).
- 2.12 To facilitate the development of co-operation between members of the sport community, and minimize competition for funding and/or programs.
- 2.13 To provide appropriate administration and funding for the development of sport within remote communities in Manitoba.
- 2.14 In recognition of the geographic differences within Manitoba, to provide appropriate administration and funding to the various regions.
- 2.15 To encourage leadership by women in sport.
- 2.16 To encourage the participation and integration of groups with special needs into the sport delivery system.

### **3. Sport, Physical Recreation and Fitness**

#### **Policy Statement:**

**The Government of Manitoba recognizes the integral links between sport, physical recreation and fitness, and will ensure a co-ordinated approach to their delivery, under one Ministry.**

Current distinctions between sport, physical recreation and fitness by the Government of Manitoba are unclear and confusing. The "recreation system" is integrally involved in delivering sport programs and these distinctions sometimes create antagonism and confusion between and among members of the sport, physical recreation and fitness communities.

#### **Recommended Objectives:**

- 3.1 To establish regular communications and planning between the Ministers Responsible for Sport, Physical Recreation and Fitness in order to identify the appropriate means and methods for co-ordinating the delivery of sport, physical recreation and fitness, pending the establishment of one Ministry responsible for Sport, Physical Recreation and Fitness.
- 3.2 To ensure that the goals and objectives of the Government of Manitoba with respect to sport, physical recreation and fitness are consistent.
- 3.3 To recognize and clarify the vital role that Recreation Directors/Recreation Commissions play in delivering sport in Manitoba.
- 3.4 To ensure that sport, physical recreation and fitness within Manitoba work together for the betterment of Manitobans.

**Note: See Appendix C**

#### **4. Sport Recognition and Support**

##### Policy Statement:

**Sport is a human activity in which people compete at various levels of physical exertion, using strength, will, spirit, co-ordination and intellect to obtain a measurable result. The Government of Manitoba recognizes a wide range and level of sport activities and will provide for varying assistance to these activities based on their role within Manitoba society.**

Due to current funding mechanisms, there has been a proliferation of organizations involved in activities which these organizations feel are sport. However, a significant proportion of Manitobans have the perception that resources designated for the development of sport within Manitoba are being allocated to activities which are not sport. Given finite resources, it is critical that these resources are focused on promoting and developing sport activities which are generally accepted to be integral components of the Manitoba sport community.

##### Recommended Objectives:

- 4.1 To develop and implement Sport Recognition Criteria based on the definition of sport contained in the above Policy Statement.
- 4.2 To develop categories of sport which categorize recognized sport organizations into levels which will identify potential assistance levels, based on the degree to which they are integral components of Sport in Manitoba as determined by:
  - wide participation throughout the province;
  - accessibility of facilities and equipment, coaches and competitions;
  - positive impacts on the health, fitness and lifestyles of Manitobans;
  - inclusion in major multi-sport Games and
  - the extent to which the activity is a traditional Manitoba sport.
- 4.3 To provide actual funding and other resources within these Sport Support Categories based on the extent to which the planned and actual programs of the sport organization are reflective of the Belief Statements contained in this Paper.

Note: See Appendix G

## **5. Accountability**

### Policy Statement:

**The Government of Manitoba will ensure that resources designated for sport are subject to the highest levels of fiscal, administrative and program accountability.**

There is some concern that historically disproportionate levels of funds have been allocated to administration of sport, rather than programs. In addition, given current and prospective limitations of resources available to sport, it is critical to ensure that these resources are appropriately spent and that sport organizations receiving government support are required to meet high standards of accountability.

### Recommended Objectives:

- 5.1 To ensure funds spent directly by the Province of Manitoba are utilized efficiently and effectively.
- 5.2 To ensure that the sport organizations, to which sport resources are allocated, are utilizing sound fiscal, administrative and program procedures and achieving high levels of effectiveness.
- 5.3 To ensure that appropriate balance is maintained between administrative and program support, and that administrative funding does not exceed program funding, for all Province of Manitoba monies.

## **6. Education and Sport**

### Policy Statement:

**The Government of Manitoba recognizes that the education system is an integral component of the sport delivery system in Manitoba, and will encourage the educational system to enhance the role of sport in education and education in sport.**

Sport is currently not working as closely as possible with the education system in delivering sport in Manitoba. Similarly, the value of sport in education is not fully recognized by all members of the education system. Sport could play a larger role in the development of leadership, character and healthy lifestyles in the people of Manitoba than it currently does. Accordingly, the Government should strongly encourage initiatives to emphasize the role of sport in education.

### Recommended Objectives:

- 6.1 To establish regular communication and planning between the Ministers responsible for Sport and Education in order to identify, on an ongoing basis, the appropriate means for encouraging the integration of sport and education.
- 6.2 To communicate to all members of the educational system the value of sport within education in developing leadership, character, and healthy lifestyles.
- 6.3 To strongly encourage mandatory daily physical education from Kindergarten to Grade 12.
- 6.4 To develop appropriate mechanisms and programs to support educators involved in sport.
- 6.5 To develop leaders in the sport community by enhancing the quality of sport education within the school system.
- 6.6 To maximize the accessibility of school gymnasiums to all members of the sport community.

## **7. Sport Facilities**

### **Policy Statement**

**The Government of Manitoba will ensure a cohesive, comprehensive approach to the development and use of sport facilities within Manitoba.**

Currently, the development and management of sport facilities in Manitoba is carried out under the auspices of several organizations, such as the Community Places Program. This has resulted in:

- an oversupply and/or duplication of sport facilities in some areas;
- underutilization of some facilities, particularly within the education system;
- lack of suitable facilities in some areas and
- lack of appropriate facilities for major competitions.

### **Recommended Objectives:**

- 7.1 To encourage a multi-party mechanism, such as a Manitoba Facilities Committee, to provide a cohesive approach toward facility development and usage.
- 7.2 To stimulate the development of new facilities by encouraging the establishment of a tripartite committee; its mandate would be to attract major multi-sport games and national and international championships to Manitoba.
- 7.3 To ensure that all provincial government funding for sport facilities is co-ordinated through one body.
- 7.4 To ensure the availability of proper planning, consultation and training for the effective management and operation of sport facilities by the sport community.

**Note: See Appendix I, #4**

## **8. The Promotion of the Value of Sport**

### **Policy Statement:**

**The Government of Manitoba will ensure that the value of sport and its contributions to Manitoba society are communicated effectively throughout the Government, the sport community and the public.**

Sport must promote its contributions to Manitobans so that they are aware of the personal, social, economic, health, tourism, cultural and entertainment benefits sport delivers to all Manitobans. In addition, all participants in the sport system should understand the value of amateur sport, from the point of view of self development, in encouraging the pursuit of excellence and the joy of effort.

### **Recommended Objectives:**

- 8.1 To promote the value and contributions, and enhance the image, of sport to the educational system, the corporate sector, the media, the various levels of government in the Province, participants and the public.
- 8.2 To work with other Provincial Government departments to ensure mutual awareness of programs, and to develop joint programs in order to help meet objectives of both departments.
- 8.3 To encourage Manitobans to participate within the sport system.
- 8.4 To monitor, on an on-going basis, the public perception of the value of sport.

**Note: See Appendix I, #5**

## **9. Fair Play**

### **Policy Statement:**

**The Government of Manitoba will seek to ensure that the highest standards of fair play are maintained at all levels within the sport system.**

Fair Play addresses the principles of sportsmanship and sport ethics, as well as concerns over violence, safety and substance abuse (banned substances, alcohol and inhalants) within the Sport Community. Given the importance of the principles of fair play to all levels of the Sport Community, this should be a major area of involvement for the Provincial Government.

### **Recommended Objectives:**

- 9.1 To promote the principles and practise of fair play (integrity, fairness and respect) at all levels of the sport community among coaches, athletes, officials and parents.
- 9.2 To establish, in conjunction with the Sport Medicine Council, the Coaches Association and the other provincial/territorial/federal governments, a co-ordinated policy to address substance abuse within the sport system.
- 9.3 To establish and promote provincial safety legislation and regulations for sport participants.

**Note: See Appendix I, #6**

## **10. Professional and Volunteer Sport Administration**

### **Policy Statement:**

**The Government of Manitoba will seek to ensure that the professional and volunteer administrators of sport provide the appropriate support to the sport system, with adequate resources, in an efficient and effective manner.**

Both professional and volunteer sport administrators play a vital role within the sport system. However, volunteer administrators do not always contribute as fully as they could, due to lack of training or because of token use of volunteers. In addition it is important, given constrained resources, to ensure an appropriate balance between professional and volunteer administration.

### **Recommended Objectives:**

- 10.1 To ensure that the sport system provides adequate training for sport volunteers and professionals.
- 10.2 To ensure that volunteers are used to their full capacity throughout the sport system.
- 10.3 To ensure that neither volunteers nor professional administrators duplicate services.
- 10.4 To ensure that administrative time and expenditures are used as effectively as possible.

**Note: See Appendix D, I #7**

## **POTENTIAL SPORT PROGRAMS/STRATEGIES**

- Participant Program Evaluations
- Games Strategy Committee
- Accountability Reviews
- NCCP/High School Physical Education
- Community Education Programs
- University Physical Education/Education Linkages
- National/Provincial Coaching Institute
- Sport Specific Coaches Association
- Sport & Recreation Directors
- Manitoba Facilities Committee
- Games Strategy Committee
- Public Education on the Value of Sport
- Corporate Sponsorship Liaison
- Media Relations
- Internal Government Promotion
- Promotional Materials
- Year of Fair Play in Sport
- Co-ordinated Substance Abuse Policy
- Clarification of Volunteer Roles
- Volunteer Needs Committee
- Volunteer Co-Ordinator
- High School and Continuing Education Sport Volunteer Courses
- Volunteer Development Committee

\* See Appendix I for details

### **C. Implementation Recommendations**

The Sport Policy Advisory Committee recommends that the Government of Manitoba implement the Sport Policy outlined in this paper. In order to do so, the following specific tasks must be undertaken:

1. Adoption of the Role & Policy statements by the Government of Manitoba.
2. Communication of the Sport Policy through publication and distribution of three documents:
  - this report to those interested in a detailed understanding of the Sport Policy;
  - an executive summary, which would include the Role, Belief & Policy Statements, to key members of the Sport Community and Government and
  - a brochure summarizing key elements of the Policy to the public.
3. In co-operation with appropriate Sport Partners, implementation of appropriate current and potential programs which will best achieve the Sport Policy, by the Minister of Sport. These programs are outlined as follows:
  - Current programs of the Sport Directorate are discussed in Appendix H and
  - Potential programs identified to date are listed on the facing page and described in Appendix I.
4. Based on the results of step #3, development of a three-year program plan by the Minister of Sport.
5. In conjunction with the Sport Partners, identification of implementation tasks, based on the program plan, by the Minister of Sport.
6. Evaluation and quantification, by the Minister of Sport, of the human, financial and technical resources required to effectively implement the program plans. Current levels of funding may have to be adjusted given current demands on resources and the scope of work required to implement this policy.
7. Communication of annual programs/strategies to sport community, by the Minister of Sport.
8. Annual evaluation of the effectiveness of the programs, by the Minister of Sport.
9. Review the role and policy statements in three years, by the Minister of Sport, to assess their continued appropriateness.

#### **D. Conclusion**

In summary, the Sport Policy Advisory Committee has presented a Sport Policy for the Government of Manitoba which it feels best represents the views of the sport community regarding the role of the Provincial Government and the future of sport in Manitoba. This Sport Policy will provide significant benefits for all Manitobans. Now, by adopting and implementing this policy, the Government of Manitoba can seize the opportunity to help create a sport environment which will provide these personal, social, health and economic benefits for Manitobans.

## **APPENDIX A**

## **APPENDIX A**

### **DEFINITIONS**

**The Manitoba Sports Federation (MSF)** - The Manitoba Sports Federation is an independent volunteer organization, directed by an elected volunteer Board of Directors. The members of the Manitoba Sports Federation are Provincial Sport Governing Bodies (PSGBs), multi-sport organizations and Regional Sport Associations. The MSF provides lottery funding to its members and provides services to its members consistent with its own goals and objectives.

**Multi-Sport Organizations** - Multi-sport organizations are those Provincial Sport Organizations which direct the activities for a number of sports to a given constituency, such as the Special Olympics.

**National Sport Organizations** - National sport organizations are the national equivalent of Provincial Governing Bodies. The role of the National Sport Organization is to direct the program delivery on a national basis within a given sport, such as the Canadian Track and Field Association. National organizations of multi-sport organizations are also included within this category.

**Officials** - Individuals who administer rules of the game (umpire, referee, linesman, judge, etc.).

**Provincial Sport Governing Bodies (PSGB)** - Provincial Sport Governing Bodies are the volunteer organizations, directed by a volunteer Board of Directors and in some cases paid Executive Directors, Technical Directors, coaches and administrative staff. They have the responsibility to direct the programs of their sport within the Province of Manitoba, and are comprised of individual clubs, teams and athletes.

**Regional Sport Associations (RSA)** - Regional Sport Associations are volunteer-based organizations directed by an elected volunteer Board of Directors which directs the delivery of sport program within a given region of the Province of Manitoba. There are six Regional Sport Associations in Manitoba, including Norman, Westman, Eastman, Interlake, Parkland and Central.

**Sport Canada** - Sport Canada is a branch of the Federal Government, which directs and implements the Federal Government's Sport Policy. It provides monies and services to National Sport Organizations.

**Sport Directorate** - The Manitoba Sport Directorate is a branch of the Government of Manitoba, reporting to the Minister Responsible for Sport. It is the key instrument to implement the Provincial Government's Sport Policy.

## **APPENDIX B**

## **APPENDIX B**

### **BACKGROUND AND METHODOLOGY**

#### **Need for a Sport Policy**

Sport in Manitoba has undergone significant growth and maturation over the last decade. Concurrently, sport funding has increased as a result of amateur sport having access to lottery revenues. Now sport faces new challenges to sustain continued growth in the 1990s. Sport will have to maintain its positive image and promote its contributions to Manitoba in order to be able to continue to receive public monies and support.

In addition, many organizations involved in recreation and sport have recently developed and published plans, positions or policies on their respective roles in sport. Some of these include:

- Federal Task Force Report on Sport;
- Manitoba Sports Federation Strategic Plan;
- National Recreation Policy Statement;
- Provincial Recreation Policy Statement;
- Lottery Needs Assessment Review.

Further, several documents affecting the Provincial Government's role in sport require revision. These include:

- Fitness and Amateur Sport Act;
- Agreement between the Manitoba Sports Federation and the Sport Directorate and
- Agreement between the Manitoba Sports Federation and the Manitoba Lottery Foundation.

All these factors have created the need for a clearly-stated Sport Policy for the Government of Manitoba. Such a policy will clearly define the role and objectives of the Provincial Government with respect to sport. In addition, it will help to promote a

Figure B-1

**Sport Policy Advisory Committee Membership**

Don MacKenzie, Chairperson - former Chairperson Manitoba Sports Federation; member of the Winnipeg Facilities Committee; former President of Manitoba Amateur Hockey Association.

Ted Bigelow - Acting Director, Manitoba Sport Directorate; former Provincial Coach, Manitoba Cross Country Ski Association; former physical education teacher; former interprovincial athlete.

Maureen Dowds - Technical Director, Special Olympics; Hall of Fame in Track & Field; former international athlete; former physical education teacher.

Barbara Huck - Freelance journalist; former Free Press sportswriter; former CBC broadcaster.

Bob Irving - Sports Director, CJOB; freelance journalist for CFN-TV.

Brian Lepoudre - Director of Recreation, City of Thompson; Chairperson of Norman Regional Sport Association.

Bob Lunney - Commissioner of Protection, Parks & Culture, City of Winnipeg; former involvement with City of Edmonton in staging Commonwealth and FISU Games.

Janet McMahon - Sport Consultant, Sport Directorate; former intercollegiate athlete; former Executive Director, Westman Sport Association.

Marion Mitchell - Executive Director, Eastman Regional Sport Association; former physical education teacher; former coach.

Tom Saunders - Chairman, Manitoba Sports Federation; former Chairman MSF Policy Committee and Vice-Chairman MSF Strategic Planning Committee; former NSO and PSGB volunteer; former interprovincial athlete, coach and official.

Maureen Switzer - former Chairperson, Athletics Manitoba; Director, Canada Track & Field Association; former interprovincial athlete.

cohesive approach to sport among the Federal, Provincial and Municipal Governments as well as among other members of the sport community. It will also allow the Sport Directorate to help ensure that its role in promoting sport is integrated into the Provincial Government's overall strategies and priorities.

As a result, in the spring of 1989 the Sport Policy Advisory Committee was established by the Minister Responsible for Sport to manage the process of developing of a Sport Policy for the Province of Manitoba. Individually, the members of the Committee represent a broad cross-section of sport experience and backgrounds in Manitoba (see Figure B-1). They spent several months developing a Discussion Paper, released in August 1989, to serve as a vehicle to solicit feedback and input from the sport community in order to help them advise the Minister on appropriate policy direction. The Discussion Paper was intended to serve as the basis for a discussion of the major issues facing sport in Manitoba and the appropriate course of action for the Province of Manitoba to take in relation to those issues. In addition, the paper sought to delineate the role of the Sport Directorate within the Manitoba Sport Community. Because of certain changes in Provincial Government funding levels and mechanisms currently being addressed elsewhere, these topics were designated by the Minister to be outside the scope of this project.

Nearly 1,225 copies of the document were circulated to the Manitoba sport community as the basis for discussion in a series of eight public forums held in September of 1989. These forums were attended by 246 people, representing 65 communities as shown in Figure B-2. Forty-nine oral submissions were the basis for discussion of the paper with the public. Sixty-seven written submissions were received and reviewed by the Committee. Subsequent to these forums, the Advisory Committee reviewed the feedback to develop the policy direction outlined in this document.

Figure B-2

**Communities Represented at Sport Policy Regional Forums**

**Norman**

Flin Flon  
Shamattawa  
Thicket Portage

Thompson  
South Indian Lake

The Pas  
God's Narrows

Leaf Rapids  
Ste. Theresa Pt.

**Parkland**

McGregor  
McCreary

Dauphin  
Grandview

Russell  
Swan River

Ste. Rose  
Duck Bay

**Eastman**

Ste. Anne  
Powerview  
Dugald  
Pine Falls  
Pinawa  
Ile des Chenes

Beausejour  
Whitemouth  
Anola  
Seine River  
Steinbach

Tyndall  
La Broquerie  
Lorette  
St. Pierre  
Lac du Bonnet

Winnipeg  
Dufresne  
St. Adolphe  
Springfield  
Ostenfeld

**Central**

Carman  
Altona  
Winkler

Manitou  
Portage  
Pilot Mound

Treherne  
Morden

Miami  
Somerset

**Interlake**

Arborg  
Lundar  
Warren

Stonewall  
Fisher Branch

Gimli  
Stony Mountain

Selkirk  
Teulon

**Westman**

Brandon  
Souris

Carberry  
Virden

Killarney  
Hartney

Winnipeg  
Rosser

**Winnipeg**

Winnipeg

East St. Paul

## **Provincial Government Involvement in Sport**

Initially, the Provincial Government identified a need to become involved in the sport community in Manitoba in the 1960s. As a result, the Government enacted the Fitness & Amateur Sport Act, establishing the Manitoba Advisory Council on Fitness and Amateur Sport to advise the Minister on issues related to sport. This Council was dissolved in the late 1970s. The Provincial Government has continued to recognize the importance of sport to our province in terms of its role in the development of our youth, maintenance of our culture, preservation of health and contribution to our economy. Accordingly, the government's financial commitment has grown. In 1973 the Sport Directorate was established to implement the Government's policies and programs with respect to sport.

As a branch of the Provincial Government, the Sport Directorate is the key instrument of the government to develop and implement the Sport Policy of the Provincial Government. Accordingly, this paper has focused on the Sport Directorate's role in sport in Manitoba. However, the Advisory Committee also recognizes that the relationships between the Provincial Government and other members of the Manitoba sport community will be affected and therefore addresses such relationships and linkages. In addition, the Provincial Government can utilize other government branches and departments to implement its Sport Policy, where appropriate.

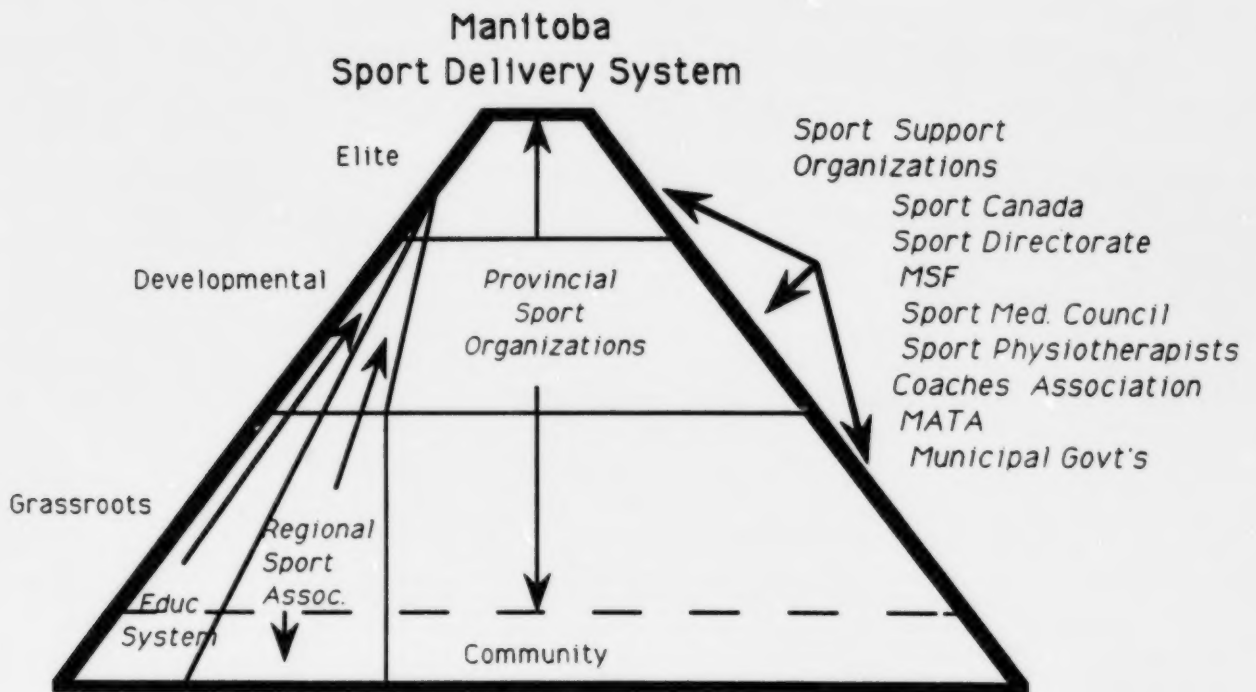
## **Lottery Funding**

A new stage of the Province's commitment to sport occurred in 1974 when the Government first provided Government lottery funds to support sport. In 1983, the Government established the Manitoba Lotteries Foundation to administer the lotteries. With the dramatic increase in lottery revenues since then, funding to sport has also grown. With this growth in funding, sport in Manitoba has developed significantly. Both the Sport

Directorate, as a Provincial Government Department, and the Manitoba Sports Federation (MSF), as an independent organization composed of Provincial Sport Governing Bodies (PSGBs), have directly received lottery funds which they have allocated to sport organizations for different purposes. Recent changes to the lotteries funding mechanism will require the Sport Directorate and the MSF to clarify their respective roles within the sport community. The development of this Sport Policy is an important step in that process.

## **APPENDIX C**

**Figure C-1**



## **APPENDIX C**

### **SPORT DELIVERY IN MANITOBA**

#### **The Sport Delivery System**

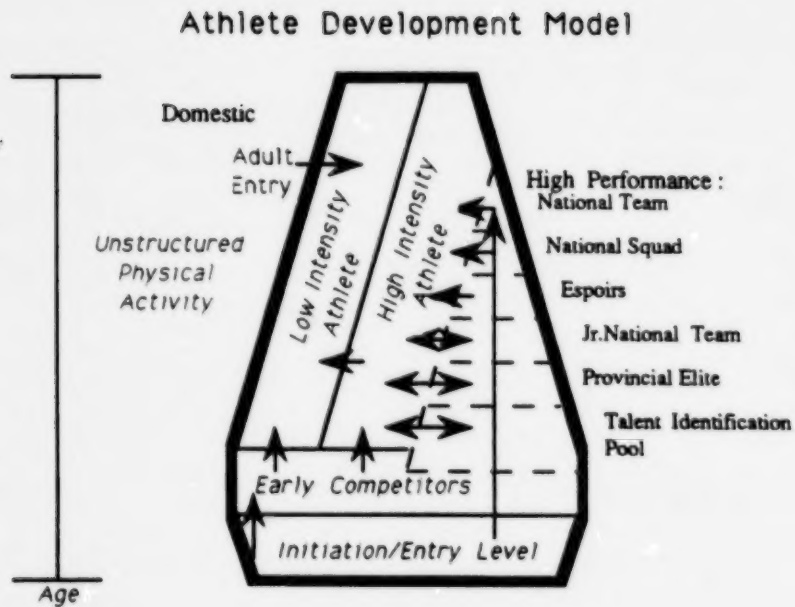
Sport delivery in Manitoba encompasses a complex set of relationships between a variety of organizations. This chapter identifies the role of the Sport Directorate and that of other key players and outlines current roles and responsibilities within the delivery system as a basis for further discussion.

The Sport Directorate aims to develop and promote sport in Manitoba by effectively participating and facilitating the delivery of sport in Manitoba. The diagram shown in Figure C-1 seeks to identify the role and relationships of key organizations in the delivery of sport in Manitoba. It should not be concluded that these organizations inter-relate as effectively as such a diagram might suggest. Rather, the Advisory Committee identified numerous opportunities to improve sport delivery as identified in the Policy Paper. As shown, the Manitoba Sport Delivery System is comprised of the following key organizations:

#### Sport Delivery Organizations

- Provincial Sport Organizations (PSOs) - this includes both Provincial Sport Governing Bodies and multi-sport organizations. The role of the PSOs in the sport delivery system is to be a primary deliverer of programs at all levels of the continuum ranging from community to elite. This involves training and developing coaches, officials and volunteers, staging competitions and delivering skill development programs to participants. In some case, PSOs have evolved from the delivery function to establish and administer the organizational structures and rules of the sport. In such cases, PSOs are sport support organizations and the clubs and teams are the delivery organizations;
- Regional Sport Associations (RSAs) - Regional Sport Associations assist in the development and delivery of sport in Manitoba from the community to the elite level. In some cases RSAs develop their own programs, while in other situations they implement programs developed by the PSGBs;
- Education System - the education system, including the public school system and the universities and colleges, offer sport programs from the community to the elite level;

**Figure C-2**



Source: The Federal/Provincial/Territorial Sport Committee  
"A Framework for Describing the Canadian Sport System"

- **Community organizations** - this includes all community-based organizations and organizations that utilize sport as a means to achieve another end, such as community clubs, sport camps, recreation departments, YM/YWCA programs and other sport delivery programs that lead up to grass-roots programs.

It is important to recognize that this model attempts to depict the delivery of sport within Manitoba for the majority of sports. There are clearly some exceptions. The entire model will be slightly different as it is applied to each individual sport but it is felt to be representative for most sports. For example, in some sports the education system is very active at the elite level while in other sports it is not active even at the developmental level. In other sports, the Regional Sport Associations are directly involved in the delivery of elite programs such as Provincial Team camps.

#### Sport Support Organizations

The Sport Support Organizations (Sport Canada, the Sport Directorate, the Manitoba Sports Federation, the Sport Medicine Council, Manitoba Athletic Therapists Association (MATA), Sport Physiotherapists and Coaching Association) all provide support funding and services that allow the sport delivery organizations to more effectively deliver sport programming in Manitoba.

In addition to serving as Sport Delivery Organizations, Regional Sport Associations are also Sport Support Organizations in that they facilitate the delivery, within their respective regions, of programs developed and delivered by PSOs.

#### **Athlete Development and the Sport Delivery System**

In its role as a Sport Support Organization, the Sport Directorate seeks to enhance and support the Sport Delivery system to deliver programs that provide for participation and development of all sport participants. The Sport Delivery System Model (Figure C-1) is related to athlete development models discussed by Sport Canada and the Federal/Provincial/Territorial Sport Committee. As shown in Figure C-2, such a model

illustrates the entry, development and movement of athletes through the sport system. The model identifies opportunities for participation at all levels of skill and ability, with entry into sport at any age. The arrows indicate movement of participants through the model. Again, it should not be concluded that this movement is as effective as possible. For the domestic sport stream, most enter as children at the Initiation level in various skill-development programs. Once basic skills have been achieved, they move to low-intensity competition, generally within the school system. At that stage, they may choose to participate in high-intensity competition, for example at the inter-collegiate level, or remain in low-intensity competition, say in inter-mural sports. In some cases, participants enter the domestic sport system stream as teenagers or adults.

The high performance model (indicated by the triangle on the right side of the diagram) consists of development through the elite system or provincial, national and international competitions. In this stream, entry most often occurs from participants who have passed through the Initiation and Early Competitor level and enter the High Performance Stream when their talent is identified as sufficient for elite development programs. In some cases, athletes enter the high performance model later, and occasionally even transfer between being a high performance athlete and a high-intensity athlete. However, most athletes move fairly rapidly through the high performance model, exit to the lower level of competition or exit the sport system altogether.

### **The Sport Delivery System and the Recreation Delivery System**

The relationship of the sport delivery system to the recreation delivery system is an important relationship but one which remains unclear. This is in part due to the lack of clarity between the definition of sport and the definition of recreation. However, it is also caused because sport and recreation are integrally linked. For example, one can compete in an activity which is defined as a sport at a recreational level. However,

there are some activities which, while having some of the attributes of some sports, would not be defined as sport within any conventional definition of sport and are viewed therefore as a recreation. For example, one can participate in many sports at a recreational level not involving regular competitions, such as an individual who runs regularly to keep fit without entering any races or a tennis player who regularly plays tennis with a small group of friends in a social setting. While the activity is defined as a sport, their participation in that activity is recreational. However, there are some activities which would not fit into a conventional definition of sport that involve some combination of the attributes one conventionally attributes to sport, such as regular competitions, which, within most definitions of sport, would not be considered sport but rather recreation.

In addition, the relationship between the Sport Delivery System and the Recreation Delivery System is dependent upon the "sport orientation" of individuals filling various recreation positions and on the relative emphasis on sport within a given community. Accordingly, the inter-relationships between the Sport Delivery System and the Recreation Delivery System are not always clear.

One impact of this lack of clarity is that athletes do not always get transferred from the recreation system to the sport system. Accordingly, the sport community must recognize that there are unclear linkages with the Recreation Delivery System and seek to clarify roles and responsibilities. Until a clear distinction between sport and recreation is generally accepted by the sport community, defining this relationship will remain difficult.

## **Summary**

In summary, the role of the Sport Directorate in Manitoba is to provide support and resources to encourage development of sport. The Sport Delivery System described here attempts to describe the structures and organizations involved in the delivery

of sport. It is not intended to suggest that this system works as effectively as it could. In fact, one of the key issues dealt with by the Committee, as identified in the policy statements, was enhancing the delivery system.

## **APPENDIX D**

## **APPENDIX D**

### **THE ADMINISTRATION OF SPORT IN MANITOBA**

#### **Introduction**

This appendix identifies the key organizations involved in administering sport in Manitoba and outlines their major responsibilities.

#### **The Manitoba Sport Directorate**

The Manitoba Sport Directorate reports to the Minister Responsible for Sport. The Directorate is not included in any other government department but has a direct reporting relationship to the Minister of Sport. The Manitoba Sport Directorate currently employs eight full-time staff including two administrative staff.

At present, the role of the Sport Directorate within the Manitoba sport community is to allocate funds and deliver specific programs. The Manitoba Sport Directorate also provides consultative services to individual sport organizations to assist them in fulfilling their own goals and objectives.

#### **The Manitoba Sports Federation**

The Manitoba Sports Federation (MSF) is an independent organization whose membership is comprised of Provincial Sport Governing Bodies and Regional Sport Associations. It is directed by an elected, volunteer Board of Directors and an administrative staff.

The Manitoba Lotteries Foundation Act is the master funding agreement for sport between the MSF and the Province of Manitoba. Under the provisions of the Act, the MSF acts as a granting body for the funds, which are distributed to it by the Manitoba Lotteries Foundation, to groups and organizations within Manitoba which meet the

Lotteries Foundation, to groups and organizations within Manitoba which meet the requirements for funding.<sup>1</sup> While the Sport Directorate allocations are program specific, MSF allocations are global and are therefore utilized by the recipient organizations in accordance with the needs and priorities of their own particular sport.

### **Provincial Sport Organizations**

Provincial Sport Organizations (including both Provincial Sport Governing Bodies and multi-sport organizations) are responsible for the development and delivery of sport specific programming. It is their role to set the rules and standards for competitions, equipment, officials and coaches. In addition, they are responsible for the promotion of their respective sports. They are directed by an elected, volunteer Board of Directors. Some sports have full-time paid Executive Directors and/or Technical Directors and/or coaches.

### **Regional Sport Associations**

Regional Sport Associations (RSAs) were developed in the 1970s in response to a need to facilitate the delivery of sport in all regions of the Province. There are six RSAs in Manitoba. They are directed by elected volunteer Boards of Directors, which employ Executive Directors to administer the delivery of sport programs in the region. Each of the RSAs belongs to Manitoba Regional Sports Associations Committee (MRSAC), an umbrella group which addresses common issues and concerns.

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<sup>1</sup>Note: In 1987-88, the MSF distributed \$6.8 million in lottery funds. The Manitoba Sport Directorate distributed \$2.2 million in lottery funds.

### **Municipal Governments; Recreation Commissions**

The degree to which Municipal Governments across the Province of Manitoba are involved in the delivery of sport within their community varies significantly by community. Some municipalities outside the City of Winnipeg receive funding from the Department of Culture, Heritage and Recreation to fund the position of Recreation Director. However, it is left up to the municipality to set program direction and content. Accordingly, given the specific interests of the community and the person filling the position of Recreation Director, there is a great deal of variability in the level of sport programming delivered in different municipalities.

Within the City of Winnipeg administrative structure, sport is included in the Parks and Recreation Department. Currently, the emphasis of the City's involvement is in the provision of facilities for the delivery of sport and recreation programs and sport is delivered primarily through community clubs.

## **APPENDIX E**

## **APPENDIX E**

### **THE RELATIONSHIP OF THE SPORT DIRECTORATE WITH OTHER MEMBERS OF THE SPORT COMMUNITY**

#### **Introduction**

This appendix outlines the current relationship between the Sport Directorate and other members of the sport community, focusing on key inter-relationships and linkages. In addition, where appropriate, this discussion identifies options to enhance or change the nature of working relationships based on other discussions in this document.

#### **Manitoba Sports Federation**

Recently-announced changes to the funding mechanism may result in changes for the Manitoba Sports Federation (MSF) and the Provincial Government. Instead of receiving funds directly from the Manitoba Lotteries Foundation as it has in the past, the recommendations provide for the MSF to receive its lottery funds directly from the Provincial Government and report to the Minister of Sport.

In addition, the Agreement between the MSF and the Province of Manitoba, which defines the role and responsibility of the MSF vis-a-vis the Provincial Government, has now expired. It will be re-negotiated based on the recent release of the lottery needs assessment as well as the adoption and implementation of this Sport Policy.

The MSF and the Sport Directorate are also working together on the Winnipeg Sport Facilities Program. In addition, the Sport Directorate has representation on a number of MSF Committees. They also worked together to develop the Sport Profile, which is used by both organizations in the granting functions. The Sport Directorate will actively seek to continue to develop and maintain a co-operative working relationship between their two bodies to ensure the continued development of sport in Manitoba.

### **Provincial Sport Organizations**

The Sport Directorate works closely with Provincial Sport Organizations (including both PSGBs and multi-sport organizations), not only in providing funding to them for the various programs of the Sport Directorate, but also in consulting with them on program design, planning and implementation. In addition, the Sport Directorate provides consultation to Provincial Sport Organizations with regards to a variety of issues, ensuring that the sport organizations receive the highest support available, whether that is provided by the Sport Directorate or by another member of the sport community.

### **Regional Sport Associations**

The Sport Directorate works closely with the Regional Sport Associations, not only in providing funding to them for various programs of the Sport Directorate, but also in consulting with them on program delivery within their respective regions. In addition, the Sport Directorate provides consultation to Regional Sport Associations with regard to a variety of issues, seeking to ensure that the RSA receives the highest quality of support available from the sport community.

### **National Sport Organizations**

The Sport Directorate communicates with Provincial Sport Organizations, who in turn communicate with National Sport Organizations, on matters of common interest. At most, the Sport Directorate provides support in these communications and discussions at the request of the PSOs. National Sport Organizations receive government funding from Sport Canada to supplement corporate and individual fund-raising initiatives.

### **Sport Canada**

The Sport Directorate currently has very limited communications with Sport Canada. However, the Committee feels the Sport Directorate should encourage more effective links with Sport Canada to enhance its awareness of the Sport Directorate's policies, goals and programs and to seek common ground in developing sport in Manitoba.

**Manitoba Culture, Heritage & Recreation; Manitoba Industry, Trade & Tourism; Manitoba Education; Manitoba Health; Manitoba, Northern Affairs; Manitoba Natural Resources; Manitoba Municipal Affairs**

Currently, the Sport Directorate works with each of these provincial government departments to ensure that they are aware of the policies and programs of the Sport Directorate. The Sport Policy Advisory Committee feels there are significant opportunities to work more actively with these departments to identify mutually consistent goals around which to develop and implement programs.

### **Municipal Governments; Recreation Commissions**

The Sport Directorate works closely with the Recreation Departments of all Municipal Governments in Manitoba to ensure that they are aware of the policies and programs of the Manitoba Sport Directorate and to develop joint areas of mutual support for the provincial and regional sport organizations. In addition, the Sport Directorate works closely with Municipal Governments in staging various games and in seeking to ensure the accessibility of facilities for all participants.

As noted previously, the Sport Directorate is currently working with the City of Winnipeg Parks & Recreation Department on the Winnipeg Facilities Committee.

## **The Educational System**

The Manitoba Sport Directorate attempts to work with all members of the educational system, including universities, colleges and public schools, to seek to ensure that any sport-related programs implemented within the educational system are consistent with the development of the overall sport system. In addition, the Sport Directorate provides consultation and advice to members of the educational system in order to achieve maximum effectiveness and efficiency through mutual co-operation.

The Sport Policy Advisory Committee identified the educational system as a high priority for sport to develop a more closely integrated approach towards achieving common goals. Therefore, it will be necessary to develop a closer working relationship with all levels of the educational system.

## **Sport Branches of Other Provincial and Territorial Governments**

The Manitoba Sport Directorate communicates with provincial/territorial government sport bodies to identify areas of common concern and seeks consultation and advice on particular issues and problems. Where appropriate, the Sport Directorate works closely with these other provincial sport branches, through the Inter-Provincial Sport & Recreation Council (eg. implementation of multi-province games, National Coaching Certification Programs).

## **Media**

The Manitoba Sport Directorate seeks to work with the media to ensure that the exposure sport receives in the various media is sufficient and accurate in terms of its description of the Manitoba sport system. In addition, the Sport Directorate seeks to work with the media to communicate to all Manitobans the value of sport to Manitoba in terms of its impact on the health, fitness, culture and economic facets of our province.

The Sport Policy Advisory Committee identified the need to better serve the media as a requirement to help the media support the sport delivery system. Accordingly, it will be important for both the Sport Directorate and the Manitoba Sports Federation to raise the level of understanding of all members of the sport community as to how to deal most effectively with the sport media to promote and develop sport within Manitoba.

### **General Council of Winnipeg Community Centres**

The General Council of Winnipeg Community Centres (GCWCC) is an elected body of volunteers representing the City's volunteer Boards of Community Centres. The Sport Directorate has had minimal liaison with GCWCC in the past but has increased its discussions in recent years regarding sport programs delivered in community centres for sport. Again, the Committee feels enhanced working relationships will be required with GCWCC.

### **Summary**

The Sport Policy Advisory Committee has identified numerous opportunities to develop better communications and linkages between the Government of Manitoba, as represented by the Sport Directorate, and other members of the sport community. The Committee recommends these linkages be developed, recognizing the purpose of so doing is to enhance the delivery of sport.

## **APPENDIX F**

## **APPENDIX F**

### **SPORT ADVISORY COMMITTEE**

The mandate of this Committee would be to advise the Minister on an ongoing basis on the issues, trends and challenges facing sport in Manitoba. The responsibilities of this Committee would be to:

- address the needs of sport in Manitoba and convey those requirements, along with recommendations, to the Minister Responsible for Sport;
- solicit feedback from all provincial sport partners to evaluate the ongoing effectiveness of the current sport system and convey the same with recommendations to the Minister Responsible for Sport;
- identify current trends that may affect the sport partners in order to evaluate the ongoing effectiveness of the current sport system and convey the same with recommendations to the Minister Responsible for Sport (such as the sport needs generated by the rapidly-changing demographics of Manitoba);
- monitor the implementation of the Manitoba Sport Policy and make recommendations for overall directional adjustments, changes or amendments.

The Sport Policy Advisory Committee has identified two alternatives for the membership of such a Committee. The two major alternatives for naming members of the Committee would be:

- a) Organizational Representation - To seek representation from the major organizations within the sport delivery system in order to make sure that the views and positions of these organizations are all officially represented on the Advisory Committee. For example, the make-up of the Committee might be one representative of the MSF, one representative elected to represent the PSGBs, one representative elected from the Regional Sport Associations, with the remaining members appointed from a group of visible minorities, the media, government departments, community groups and urban and rural governments. This would provide the Minister with a body to provide counsel which officially represented all key members of the sport community.
- b) Representative Appointments - Appoint a group of involved and concerned citizens from the sport community without any official responsibilities or identification, seeking representation from a variety of background and interests. Each member of the Committee would be selected to ensure a broad representation of experiences, skills and backgrounds on the Committee, but the appointment would not be made as an official representation of any particular organization. The major advantage of this alternative is that individual members of the Committee would not have to represent a vested interest to the rest of the group. Instead, they could focus on broader issues and broader positions seeking to establish consensus viewpoints. "Official" positions would remain the mandate of individual organizations.

There are a variety of considerations to be determined regarding size of committee, term of appointment, maximum length of service and frequency of meetings. However, these details can be recommended at a later time. The Sport Policy Advisory Committee also noted that, while in general the establishment of a Sport Policy Advisory Committee is a recommendation they would endorse, the establishment of yet another body within the sport community could potentially complicate the division of responsibilities between various organizations, particularly with regard to responsibilities for policy development and funding.

## **APPENDIX G**

## **APPENDIX G**

### **DEFINITION OF SPORT, SPORT RECOGNITION & SPORT ASSISTANCE**

#### **Introduction**

It is critical that Sport establish an identity for itself in order that it can address development of Sport within Manitoba. Therefore, the Committee recommended a Definition of Sport. In order to determine which activities meet the Definition of Sport recommended by the Committee, and are therefore recognized as Sport by the Province of Manitoba, it will be necessary to develop Sport Recognition Criteria. Finally, because of the implications of the Committee's recommendations on the Definition of Sport and Sport Recognition, the question of Sport Assistance was also addressed. The Committee has recommended a mechanism to ensure sport resources are focused on those sporting activities which are integral components of Sport in Manitoba.

#### **Definition of Sport**

In establishing a Sport Policy, the basic foundation must be a clear, generally-accepted definition of sport. There are numerous definitions of sport which have been accepted by different bodies and organizations. The Sport Policy Advisory Committee (SPAC) examined many definitions of sport and also attempted to generate a new definition of sport. The Advisory Committee concluded that it was important that any definition of sport adopted by the Province of Manitoba should be consistent with definitions of sport adopted by its major partners in sport.

Accordingly, the Committee has recommended that the Government adopt the following definition, which was developed by a SPAC Sub-committee:

**"Sport is a human activity in which people compete at various levels of physical exertion, using their strength, will, spirit, co-ordination and intellect to obtain measurable results."**

This is consistent with other generally-accepted definitions of sport such as:

a) Manitoba Sports Federation:

"Sport means a human activity involving athletic competition in which the major purposes are to exercise, test and extend our abilities of body, intellect, will, heart and spirit."

- i) Athletic competition is an arena in which the participants try to win and pursue excellence. This striving should be consistent with the technical, tactical, physiological and psychological components that are unique to each sport.

Technical - has rules, regulations, score keeping and skill development

Tactical - strategical and competitive in nature and culminates in a win/loss situation

Physiological - requires conditioning and training

Psychological - stresses mental preparedness and concentration during athletic games and/or athletic competitions and the capacity to adjust positively to these situations.

And that only in striving to win and in striving to pursue excellence can the major purposes of sport be achieved fully. Normally this is achieved within an elite sport program.

- ii) An elite sport program is directed primarily to winning and excelling. Elite sport is for those individuals who not only are committed to striving to win and to excel, but also have the innate ability as well as the motivation to take part in such a program. As a result, participation in this program is based on a selection process.
- iii) A sound elite sport program is characterized by rigorous and regular practices and/or training over a season as well as regularly scheduled games and/or competitions. The athletes are supported in their efforts by a coach and other support staff like a manager and athletic trainer. Spectator support as well as media support is actively solicited.
- iv) That there are two basic kinds of athletic competition.

Athletic competition in which opposing individuals or teams interact and confront one another and in which winning is primarily a function of this interaction and confrontation.

Athletic competition in which opposing individuals and/or teams do not interact or confront one another and in which winning is determined by

judges who measure the performance of the individuals and/or teams against a standard of performance.

- v) Athletic competition that is not primarily directed to striving to win and striving to pursue excellence may, nevertheless, be included in the Federation definition of sport, provided that it is part of a developmental sport program.
- vi) A sound developmental sport program is directed primarily to preparing individuals to participate in an elite sports program. Although this program provides for rigorous and regular practices as well as scheduled contests and qualified support staff, the emphasis is on learning rather than on winning or excelling. Ideally, this program should be available to all who want to learn.

b) **Federal/Provincial/Territorial Sport Committee:**

"Sport is an activity with a significant physical component in which two or more participants engage for the purpose of competitively evaluating their personal performance. The lead-up activity (where basic skills are acquired for future competition) is also considered to be part of the sport continuum."

Sport is defined as having the following characteristics:

- it involves formal rules and procedures;
- it requires tactics and strategies;
- it requires specialized neuromuscular skills which can be taught and learned
- it requires, for either training or competition, a significant involvement of large muscle groups;
- it has, or has been, traditionally regarded as "sport in its competitive mode; and
- it may involve a high degree of physical or emotional risk.

## **Sport Recognition**

Recognition will be necessary for any sport organization wishing to receive assistance from the Province of Manitoba. Therefore, it will be necessary to develop Sport Recognition Criteria which will determine whether an activity meets the Definition of Sport. While funding was outside the scope of the Committee's mandate, its members were challenged by the Minister to address the issue of recognition because of the implications of "proliferation of sport", that is, the increase in number of organizations involved in

activities which they identify as sport. According to research conducted by the Sport Directorate, sport recognition varies significantly from province to province. Only 12 sports are recognized by all provinces and no single criteria for recognition is shared by all provinces. Any Sport Recognition Criteria must therefore address the following issues:

- sport groupings - that is, generic activities such as skiing, shooting and hockey;
- low participation sports;
- sports organized on the basis of the sex of the participants;
- organizations which provide sport for disabled athletes and the relationship of these organizations to the PSGB of the generic sport;
- those sports not recognized by Sport Canada and
- sports with more than one name.

Once these Criteria are adopted, the implementation of Sport Recognition will be undertaken by the Sport Directorate.

### **Sport Assistance**

Even before the Sport Recognition Criteria are implemented, it is evident to the Committee that the majority of sports currently recognized will continue to be recognized. Therefore, in order to ensure that Provincial Government resources designated for sport are focused on providing assistance to those sporting activities which are integral components of Sport in Manitoba, the Committee has recommended that the Provincial Government develop "categories" of sports. These categories will be determined by defining the extent to which a recognized sport meets the following five principles:

- Games Inclusion - the sport is included in major multi-sport games at an international, domestic or provincial level;
- Participation - the sport encourages wide participation throughout the Province;
- Accessibility - the sport is accessible, throughout the province, as determined by availability of appropriate facilities and equipment, coaching and competitions and the expense of participating at an entry level;

- Health/Fitness & Lifestyle - the sport has positive impacts on the health and fitness of participants and is a lifetime sport in which a majority of the mature population can participate and
- Traditional Manitoba Sports - the sport has a continuous, historical, organized presence in Manitoba.

These categories will divide sports into groupings for potential available funding and other resources. The categories should apply to all forms of assistance. The Committee felt these categories should be determined every three years, and that there should be a minimum of three categories.

In addition, the Committee also felt assistance should be provided outside that available based on the Sport Categories, for sport organizations implementing programs that seek to address those segments of our population with special needs.

Within a given Sport Category, actual assistance will vary. Actual assistance received by a particular sport will be dependent upon the extent to which the existing and planned programs are reflective of the following belief statements outlined at the beginning of the Policy Paper:

- Accessibility - All Manitobans have the opportunity to participate in sport activities at reasonable costs for facilities and coaching.
- Athletes and Coaches - Athletes and coaches must continue to be recognized as the cornerstone of sport.
- Continuum of Sport - All individuals have the opportunity to participate at the skill level of their ability or choice. An integrated sport delivery system should encourage and facilitate movement between various levels.
- Equity - Sport is for all Manitobans regardless of age, sex, creed, ability, socio-economic background or location.
- Facilities - Participants should have suitable and adequate sport facilities.
- Fair Play - All participants have the obligation to participate in a manner which upholds the highest ethics of fair play and which respects the rights and well-being of other participants.
- Health and Safety - Sport programs and facilities should preserve the physical and emotional health and safety of participants.
- Leadership - Development of professional and volunteer leaders within the sport system is integral to continued effectiveness of the sport system.

- Officials and Sport Medicine Practitioners - Proper officiating and medical support is integral to the effective delivery of sport.
- Self Development - The opportunity to develop one's potential and preserve one's overall well-being should be available to all participants.
- Volunteerism - Volunteers and volunteerism are the foundation of the sport system. Professional administration of sport should be focused on increasing the effectiveness of volunteers.

In summary:

- the definition of sport recommended in Policy Statement #4 is consistent with other definitions;
- Sport Recognition Criteria, based on the above definition, have yet to be developed but will recognize a wide range of activities as sport and
- within these activities, assistance should be focused on those activities which are integral components of Sport in Manitoba.

## **APPENDIX H**

## APPENDIX H

### CURRENT SPORT DIRECTORATE PROGRAMS/STRATEGIES

The Province of Manitoba currently implements its Sport Policy primarily through the Sport Directorate but implements other sport-related programs through other Departments such as the Department of Education and the Department of Culture, Heritage and Recreation. The programs outlined in this section are only those implemented by the Sport Directorate.

#### 1. Coaching/Officiating Development

Purpose: To provide an opportunity for the development of coaches and officials by providing grants for certification clinics, seminars, travel assistance for upgrading not available in Manitoba, community or regional sport seminars, or expenses associated with officials' certification programs.

Program Budget: <sup>1</sup> \$210,000  
Sport Directorate Initiatives: \$70,000  
Emphasis: Grass-root through elite  
No. of Organizations Receiving Grants: 79

Commentary: The Province supports the National Coaching Certification Program (NCCP) by way of promotion and delivery of the theory component, as well as funding of the technical component offered along with the practical component by the PSOs. In addition, officials certification delivered by the PSOs is supported. Funding is provided to offset deficits incurred in playing host to clinics. Further, coaches and officials assistance is provided for attending upgrading opportunities, playing host to seminars and officials assessments.

#### 2. Provincial Team

Purpose: To assist provincial sport associations in the identification and training of elite athletes within the Province of Manitoba.

Program Budget: \$328,800  
Emphasis: Elite  
Funding Range: \$500 - \$7,000 per team  
No. of Organizations Receiving Grants: 65

Commentary: The Provincial Team program provides funding to PSOs to operate a year-round program. PSOs vary in terms of the size and scope of the program and in some cases encompass aspects of development. PSOs generally significantly subsidize their programs.

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<sup>1</sup>Budget figures provided are 1989-90 budget figures.

### 3. Manitoba Games

Purpose: To stimulate participation in a province-wide, multi-sport program which provides to members of the Manitoba Sport Community an opportunity to "be the best they can be" in sport. To develop and strengthen active networks and programs across the community, regional and provincial partners in sport.

Program Budget: \$275,000

Emphasis: Grass-root

Sport Directorate Initiatives: \$25,000

Commentary: The Province's largest multi-sport event is the Manitoba Games. Held every two years, the Games alternate between winter and summer programs. Each includes approximately a dozen selected sports whose specific competitions provide opportunities to both sexes, all ages and both abled and disabled athletes who are not normally classified as members of the high performance programs of their sport. Approximately 10,000 athletes, coaches, officials and volunteers participate. The Directorate has assisted in planning and implementing the Games, but the Manitoba Games Council, which includes representation from the Manitoba Sports Federation, the six rural Regional Sport Development Associations and three representatives from Winnipeg, have responsibility to stage the Games.

### 4. Canada Games

Purpose: To assist in the preparation and development of the Canada Games team.

Budget: \$120,000

Sport Directorate Initiatives: \$15,000

Emphasis: Elite

Commentary: Funding is provided to Provincial Sport Governing Bodies involved in games sports. Preparation and fielding of a Canada Games team is the responsibility and commitment of the Province.

### 5. Western Canada Games

Purpose: To assist in the preparation and development of a Western Canada Games team.

Budget: \$120,000

Sport Directorate Initiatives: \$15,000

Emphasis: Elite

Commentary: Funding is provided to Provincial Sport Governing Bodies involved in games sports. Preparation and fielding of Western Canada Games team is the responsibility and commitment of the Province.

### 6. Provincial Championships

Purpose: To provide assistance for provincial sport organizations to play host to provincial championships leading to a national championship. The Western Canadian championship is also eligible where a national championship is not held.

Program Budget: \$120,000  
Funding Range: \$500 - \$5,000 per organization  
Emphasis: Grass-root  
No. of Organizations Receiving Grants: 62

Commentary: The initial responsibility of PSGBs was to provide provincial championships. As such, this program is central to the role of PSGBs.

#### 7. a) Regional Sport Association Base Grant

Purpose: To provide assistance to Regional Sport Associations for the annual operating expenditures of a regional sport development program.

#### 7. b) Regional Sport Association Program Incentive Grant

Purpose: To provide assistance to Regional Sport Organizations for the ongoing development and implementation of sport development programs.

Budget: \$280,000  
Sport Directorate Initiatives: \$15,000  
Emphasis: Grass-root  
No. of Organizations Assisted: 6

Commentary: The funding maximum is \$25,000 annually for the base grant and \$35,000 annually for the program incentive grant. Sport Directorate supports six Regional Sport Associations in rural and Northern Manitoba. Historically the RSA originated with responsibility for the Manitoba Games and their respective regions. Currently the RSAs offer regional sport development programs as well.

#### 8. Winnipeg - Community Sport Programs

Purpose: To provide assistance to the General Council of Winnipeg Community Centres for community-based sport programs in the City of Winnipeg.

Budget: \$15,000  
Emphasis: Grass-root

Commentary: The Sport Directorate initiated the program in 1988/89 fiscal year in recognition of the need for a grass-root sport development program in the City of Winnipeg.

#### 9. a) Man Plan Athlete Assistance Program

Purpose: To assist the Province's high performance athletes in reaching their goals of becoming members of their sport's special high performance programs.

9. b) Man Plan Coaches Assistance

**Purpose:** To assist in the development of high performance coaches, as identified by the national sport governing body, by providing funding directly to coaches to allow them to upgrade their skills.

9. c) Man Plan Officials Assistance

**Purpose:** To assist in the development of elite officials, as identified by their involvement at the national and international level, by providing funding that is to be used for upgrading their skills.

Program Budget: \$260,000

Emphasis: Elite

Athletes Assisted: Approximately 450 annually

Coaches and Officials: Assisted approximately 50 annually

**Commentary:** Athlete assistance has been challenged due to the criteria that funding is based on previous year's performance and does not recognize potential. As well, the funding levels have been challenged. Currently, funding is based on athlete's performance with three levels of funding allocated. Levels are: \$1,000, \$500 and \$250.

Coaches and officials assistance is similar to athlete assistance as funds are provided for upgrading opportunities. However, coaches and officials assistance is awarded following upgrading rather than as a grant prior to upgrading. Funding range, depending on level of eligibility, is: \$250, \$500, \$1,000.

10. Provincial Sport Organization Base Grant

**Purpose:** To provide assistance to sport associations for ongoing promotion and development of grass-roots (i.e. non-elite) sport development programs. Eligible expenditures include coaches and officials development, club development, athlete skill development and promotion and development of grass-roots sport programs.

Program Budget: \$300,000

Funding Range: \$500 - \$7,000 per organization

No. of Organizations Receiving Grants: 79

Emphasis: Grass-root

**Commentary:** Historically, funding was non-directed. However, recently guidelines for use were developed in response to global funding by the Manitoba Sports Federation. Sport Directorate funding is provided to promote and develop grass-root programs. The challenge with this program is to ensure the funding is used for effective and valid grass-root programs.

11. National Training Centres

**Purpose:** To assist provincial sport associations in the development of a permanent, centralized location for training Manitoba's elite athletes and coaches.

Program Budget: \$25,000

Emphasis: Elite

No. of Organizations Assisted: 3

Commentary: The maximum annual grant is \$5,000 with a coaching apprenticeship of \$2,000 maximum annually. Currently three PSGBs operate very successful centres in Winnipeg. Sport Canada approval is required for centres. Perhaps the most elitist of Sport Directorate programs.

#### 12. Athletic Therapy

Purpose: To assist in the delivery of Level One through Level Three athletic therapy programs.

Budget: \$25,000  
Emphasis: Grass-root

Commentary: Funding is provided to the Manitoba Athletic Therapy Association which is responsible for the athletic therapy programs.

#### 13. University Athletic Awards

Purpose: To provide support to Manitoba's three universities for the scholarship program.

Budget: \$100,000  
Emphasis: Elite

Commentary: Currently funds provided by the three universities are matched by funds provided by the Sport Directorate. Concern has been expressed by the universities regarding matching criteria.

#### 14. Sport Science

Purpose: To provide assistance to conduct sport science development and support.

Budget: \$15,000  
Emphasis: Grass-root through elite

Commentary: The Sport Medicine Council of Manitoba and Manitoba Sport Physiotherapists will be approaching the Province regarding funding under this program.

#### 15. Hospitality and Hosting

Purpose: To provide assistance to Provincial Associations in playing host to a social reception/banquet in conjunction with a national or international event hosted in Manitoba and to provide assistance in playing host to the national championship.

Program Budget: \$70,000  
Emphasis: Elite  
No. of Organizations Receiving Grants: Hospitality - 32, Host - 25

Commentary: Hospitality provides assistance in staging national events with maximum annual grant of \$2,000. Hospitality assistance is the most longstanding Sport Directorate program.

The Host category provides assistance in technical aspects of staging of national events with maximum annual grant of \$3,000.

#### 16. Manitoba Society of Seniors

Purpose: To assist the Manitoba Society of Seniors in the delivery of the 55 Plus Games Program.

Budget: \$10,000  
Emphasis: Grass-root

Commentary: There is some concern as to whether the scope of the sport component of the 55 Plus Games is within the mandate of the Sport Directorate.

#### 17. Manitoba Community Places Program (MCP)

Purpose: To meet the commitment of contribution to facility development program of Manitoba Culture Heritage and Recreation.

Budget: \$1,680,000  
Emphasis: Grass-root

Commentary: Sport Directorate funds are committed to this program. However, the Sport Directorate does not have any input as to the expenditure or allocation of these funds. The Provincial Government's \$5,000,000 commitment to the Winnipeg Facilities Committee is allocated from MCP funds. The Sport Directorate is represented on the Winnipeg Facilities Committee.

#### 18. National Training Camps

Purpose: To assist Provincial Sport Organizations in putting on national team training camps to allow interaction of Manitoba athletes and coaches with the national team.

Budget: \$11,000  
Emphasis: Elite  
Funding Ranges: \$2,000 - \$4,000  
No. of Organizations Assisted: 4

Commentary: A low number of Provincial Sport Organizations and Manitobans benefit from the program.

#### 19. a) The Order of Sport Excellence

Purpose: An award provided to recognize athletic and coaching achievements in provincial, national and international competition.

19. b) Golden Boy Medallions

Purpose: To provide, at cost, sport medals to provincial sport association for provincial championships and beyond.

19. c) Pins

Purpose: To provide three pins to each athlete going to an international, national or Western Canadian competition.

Budget: \$25,000

Emphasis: Grass-root to elite

Commentary: Viewed as a service provided to sport. Administration and time requirements are significant.

20. Who's Who in Sport and Recreation

Purpose: To provide a directory of sport and recreation contacts.

Budget: Minimal, included in administrative overhead

Commentary: Provided quarterly. Viewed as a service provided to sport. Includes both sport and recreation contacts.

21. Consultation

The Sport Directorate provides consultative assistance to encourage sport in the planning and development of goals and objectives. As well, it provides consultative support to help members of the sport community in the resolution of issues and problems as they arise. Members of the Sport Directorate staff have specific sport and program assignments that are the first contact for the respective organization. In working with their specific sport assignments, the staff seeks to ensure that members of the Sport Community receive the advice, counsel and support they require to achieve objectives consistent with the policies of the Manitoba Government, whether or not the required services are directly or indirectly provided by the Sport Directorate itself.

## **APPENDIX I**

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### **POTENTIAL PROGRAMS/STRATEGIES**

The following specific potential programs/strategies were identified in the process of developing this policy. There are others which will have to be developed in order to meet the objectives outlined in the Policy Statements. However, those programs that were identified are listed here under the relevant policy statement in order to facilitate implementation planning.

Again, they have not been evaluated in detail in terms of cost, scope and effectiveness, but are presented here in order that they can be further examined:

#### 1. The Focus on Athletes, Coaches and Officials

- Participant Program Evaluations - Conduct evaluations of Government of Manitoba programs by directly determining whether these programs meet the needs of athletes, coaches and officials through the use of surveys, focus groups and interviews.

#### 2. Accountability

- Accountability Reviews - Develop programs to assist Boards of Directors in evaluating the adequacy of their procedures and the effectiveness of their expenditures.

#### 3. Education and Sport

- NCCP/High School Physical Education - In the high schools, where sport is pursued on a serious basis, schools should be encouraged to include the NCCP Level I certification in the physical education leadership training curriculum. The materials for this program already exist and Level One course seminars could be offered through the Physical Education Teachers' Association and through SAG. The end result would be high school graduates, the next generation of community club and minor sport coaches, who have at least a basic understanding of the principles of coaching.

- **Community Education Programs** - In the Community Clubs, a new three-hour workshop, "Call Me Coach", developed by the Coaches Association, was introduced in the fall of 1989. This program was delivered in a series of 30 workshops around the province this fall. The Provincial Government could actively support and promote this program and develop a brochure which summarizes the program for distribution to all coaches throughout the province.
- **University Physical Education/Education Linkages** - In the universities, the Minister could assist in exploring whether better linkages between the faculties of Education and Physical Education (and/or Recreation Studies) would enhance the teaching of sport related skills within the education system. Currently, the two operate autonomously in some of Manitoba's universities and it was felt by the Sport Policy Advisory Committee that a better integration could potentially enhance the development of sport related skills for those who teach physical education.
- **National/Provincial Coaching Institute** - At Manitoba universities, there exists expertise in physiology, psychology, the sport sciences and nutrition. In addition, there are master coaches in several sports at national training centres. Accordingly, the Minister could appoint a special committee to investigate the possibility of the universities co-operatively creating a National/Provincial Coaching Institute, similar to the one already in operation at the University of Victoria. This would be a one-year graduate-level program to educate and develop coaches through a process of advanced education.
- **Sport Specific Coaches Association** - Encourage the development of sport-specific coaches associations in order to assist in the development of coaches within a sport. Again, this would include technical development as well as skills such as physiology and psychology.

#### 4. Sport Facilities

- **Manitoba Facilities Committee** - The most suitable option to continue to foster an integrated approach to facility development is to develop a Manitoba Facilities Committee. It was felt the most appropriate mechanism would be to supplement the existing expertise of the Winnipeg Facilities Committee by reconstituting this group with an additional allocation of funds from the Province of Manitoba to be expended on rural/non-Winnipeg facilities. In addition, it would require the representation of non-Winnipeg Manitobans on the committee. This Committee would liaise with groups such as the Aquatics Facilities Advisory Group, the Fields Advisory Group, the Rural Manitoba Facilities Committee and any other Advisory Committees which are struck to address special needs, such as those of disabled athletes. The first priority of such a Committee would be the sport facility needs of rural Manitoba. In addition, the Manitoba Facilities Committee could deal with the following issues:
  - a sport facilities needs assessment for all areas of the Province;
  - the accessibility, availability and standard of facilities for use in rural communities and the City of Winnipeg;

- the objective of having all sport facility development co-ordinated by one body, this would include expenditures currently made by the Community Places Program;
  - integration with facilities built and managed by the School Divisions;
  - the standard of Winnipeg's facilities in comparison to comparably-sized cities across Canada;
  - the availability of existing facilities and
  - the ongoing management and upkeep of existing facilities (eg. contracting to individual sports by municipalities).
- Games Strategy Committee - The Sport Policy Advisory Committee noted the importance of staging major games in terms of its role in stimulating facility development. Accordingly, it recommends that an ad hoc, tripartite committee be struck to develop a cohesive, planned approach to attracting and staging major multi-sport games, as well as national and international single sport championships and competitions, throughout Manitoba.

#### 5. The Promotion of the Value of Sport

- Public Education on the Value of Sport - to work with the Manitoba Sports Federation to help educate the public on the value of sport and the role and services of the Manitoba Sports Federation and the Government of Manitoba.
- Corporate Sponsorship Liaison - to perform as an intermediary between the government and corporations in the sponsorship of specific events, teams, or programs.
- Media Relations - to work with the Manitoba Sports Federation to enhance and raise the level of understanding among individual sports on the needs of media and how to work with the media to promote each individual sport.
- Internal Government Promotion - to work within the Provincial Government among those departments that impact on the delivery of sport in Manitoba in order to promote awareness of the goals and value of sport.
- Promotional Materials - to develop selected promotional materials to raise the awareness level of the sport community and the general public regarding the role of the Sport Directorate and the Province of Manitoba within the Manitoba sport community.

#### 6. Fair Play

- Year of Fair Play in Sport - to designate the year 1991 as the Year of Fair Play in Sport. Funding associated with this designation could be used to create a variety of core activities which would focus on opportunities for fair play among young athletes and those who work with them, as well as the teaching of ethics and

morals and on putting fun back into the games for young athletes. Awareness programs such as the following could be utilized:

- a) a brochure which would summarize the goals and benefits of involvement in youth sport;
- b) development of a fair play code to be widely distributed throughout the sport community;
- c) creation of a video for use in schools and community clubs on the principles of fair play and fair play code;
- d) development of a series of promotional materials such as posters and commercials which highlight the fair play code and the principles of fair play;
- e) creation of a recognition system which focuses on fair play;
- f) development of a speaker's bureau of high profile athletes to speak to groups of young athletes in the schools and community centres on the importance of the principles of fair play.

It is also felt that the emphasis on fair play should include treatment of the substance abuse.

- Co-ordinated Substance Abuse Policy - substance abuse is the use of banned substances, alcohol and inhalants by sport participants. The Sport Policy Advisory Committee recognized that the issue of substance abuse, given current media coverage of the Dubin Inquiry, is a "fashionable" topic in today's environment. Accordingly, it recommends that the role of the Sport Directorate should be to ensure that an integrated approach is developed towards dealing with the problem of substance abuse at all levels of sport among all sports within the Manitoba Sport Community.

This policy should deal not only with the identification and discipline of substance abuses within the sport system but also with education of all members of the sport community, policy integration with other members of the community such as the police force and the RCMP and the medical community. It addition, it should address an education process for the media and the public regarding the relative emphasis on achievement of one's potential versus winning.

It is also important that the approach developed within Manitoba is consistent with approaches developed in other provinces and on a national basis in order to ensure that standards of education, testing and discipline are consistent. The Provinces and Territories recently collaborated to develop "recommended principles guiding development of Provincial/Territorial policies on anti-doping in sport".

These principles are as follows:

1. Provincial/Territorial policy will be consistent and complimentary with a comprehensive national policy and should be interim until a national

policy is jointly developed by Federal-Provincial/Territorial governments in consultation with their constituents.

2. Provincial/Territorial policy will subscribe to equal and fair competition as a fundamental premise of sport.
3. Provincial/Territorial policy will state unequivocal opposition to the use, encouragement or provision for use, of banned drugs of physiological manipulation to enhance athletic performance.
4. Provincial/Territorial policy will be consistent in terminology.
5. Provincial/Territorial policies will be consistent in defining doping and will utilize the same list of prohibited classes of drugs and banned methods.
6. Provincial/Territorial policies will provide for promoting awareness and educating athletes, support personnel and the general public to the values and ethics of sport and the physical and spiritual health of athletes.
7. Provincial/Territorial policies will establish conditions, expectations or regulations on athletes, support personnel and sport organizations with reason and fairness, and consistent with international and national requirements.
8. Provincial/Territorial policies will establish due process for determining violation and respect the laws of Canada and the Provinces/Territories and the rights of the individual.
9. Provincial/Territorial policies will establish sanctions for athletes, support personnel and sport organizations with reason and fairness, and harmonized with international and national sanctions.
10. Provincial/Territorial policies will subscribe to actively maintaining the best available current information on regulations, controls and penalties to ensure their policies remain harmonized.

The Sport Policy Advisory Committee recommends that the Sport Directorate work with the Manitoba Sports Medicine Council and the other Provinces/Territories/Federal Government to develop a co-ordinated policy to address substance abuse. The Sport Policy Advisory Committee feels that the Province of Manitoba should work with the other Provinces and Territories to ensure that consistent principles are implemented across Canada. It feels, however, that any formal policy adoption should be delayed until the report of the Dubin Inquiry is released.

## 7. Professional and Volunteer Sport Administration

- Clarification of Volunteer Roles - clearly establish the role of the volunteers in the delivery of sport. The funding policy and mechanism should be clarified, the bureaucracy streamlined and any duplication and overlap eliminated. The ties and relationships between the Ministry, the Manitoba Sport Directorate and the Manitoba Sports Federation should be clearly articulated, indicating which organization is responsible for which elements of administration and program delivery. Much of the frustration of volunteers, it was felt, comes from lack of clarity and understanding the roles of these various players.
- Volunteer Needs Committee - An Ad Hoc Committee could be struck to identify volunteer needs and means of dealing with volunteers at all levels of the sport delivery system.
- Volunteer Co-Ordinator - A full-time volunteer co-ordinator with responsibility to develop and conduct courses to assist members of the Sport Community attract, train and retain volunteers should be provided somewhere within the sport delivery system.
- High School and Continuing Education Sport Volunteer Courses - Volunteerism could be further enhanced by developing programs under the auspices of the Minister of Education. High school courses could be developed and taught in physical education classes to create an early appreciation for the crucial role volunteers play in society in general and sport in particular.
- Volunteer Development Committee - An Ad Hoc Committee, or another mechanism, should be identified to explore additional programs to expand the use of volunteers in the sport delivery system. Some of these might include the following:
  - formal recognition by companies of the volunteer efforts by their employees;
  - loaned staff or employees from corporations to sport delivery systems for special short-term projects; and
  - a more formal/high profile recognition that volunteer effort and experience counts for a good deal in today's job market.

All of these current and potential programs and strategies need to be carefully reviewed in terms of their capability to fulfill the role and policy statements. Specific, quantifiable objectives outlining the desired results need to be established.